

JAG Corps 2020



Navy JAG Corps Strategic Plan



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"The world has seen momentous changes in recent decades, and the Navy and the Marine Corps must adapt to changing conditions."

*The Honorable Donald Winter
Secretary of the Navy
Message to the Fleet, 3 January 2006*

"Success in this new and uncertain security environment demands that we continue to transform the way we think, operate and fight."

*Admiral Mike Mullen
Chief of Naval Operations
CNO Guidance for 2006*

Introduction

The United States Navy plays a vital role in protecting our national interests around the globe. The Navy stands ready to defend against hostile nations, terrorists, and transnational criminals, ranging across a spectrum of conventional and unconventional threat scenarios. In addition, Sailors are at the ready to deliver essential humanitarian aid and natural disaster relief, both abroad and at home. Never before in our Nation's history has the Navy been called upon to prepare for such a complex array of challenges.

As always, it is our Navy's unique responsibility and special obligation to the Nation to be ever ready to deliver naval, aviation, and ground forces when and where needed. However, as our national strategy makes clear, military force alone will not prevail in future conflicts. Global security ultimately depends on the advance of freedom and democracy, both of which are grounded in the rule of law. As the United States continues to promote the rule of law throughout the world, our armed forces must embody that fundamental principle. We must win our battles, accomplish our mission, and do so within the law. Anything less risks forfeiting essential national and international support, undercutting the very values for which we stand and fight.

At sea, on the piers and in the hangar bays, in locations around the world – including Iraq, Afghanistan, the Horn of Africa, and Guantanamo Bay – our judge advocates, legalman and civilians are present and providing solutions to legal issues facing senior commanders, Sailors and their families. Our accomplishments to date are impressive. Yet they do not guarantee tomorrow's success.

Winning the global war on terrorism requires a Navy that is agile and adaptable. As our Navy seeks to improve its capabilities to address current and future threats rapidly, the JAG Corps must do so as well. We are committed not only to continue the many transformation initiatives already underway in our community, but also to accelerate that transformation to ensure we always provide superb solutions regardless of the circumstance. ***JAG Corps 2020*** is our vision and course for the years ahead, ensuring we remain an indispensable part of the naval, joint, and combined force of the future.

Transforming even successful organizations is a difficult and often stressful undertaking. The JAG Corps has proven itself ready and able to make tough decisions, as evidenced by our recent actions to disestablish the Limited Duty Officer (Law) community, to consolidate claims functions in Norfolk, and to impose paralegal education requirements on legalmen that exceed Navy norms. These transformational efforts are deemed essential to making us more effective and efficient in our delivery of legal services. Yet, let there be no doubt that as we move forward with these and other initiatives, we will remain ever conscious of the foundation of our success – our people.

The men and women who comprise the Navy JAG Corps Community – officer and enlisted, active and reserve, and civilian employees -- have designed ***JAG Corps 2020***. We sought and received counsel from our clients and stakeholders. This process has reaffirmed many strengths and illuminated ways we can become even better. We embrace the challenge to continually excel. The Nation, the Navy, and our shipmates deserve nothing less.

Successful execution of ***JAG Corps 2020*** depends on the commitment of every member of the JAG Corps Community. Read this plan carefully and consider how you can help bring it into being. We need every member of our team thinking about our future and contributing their best ideas about how we can be even better.

Thank you for all you have done to date, and for all you will do in the service of our Navy and the United States of America. We look forward to making this journey with you.

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Executive Summary

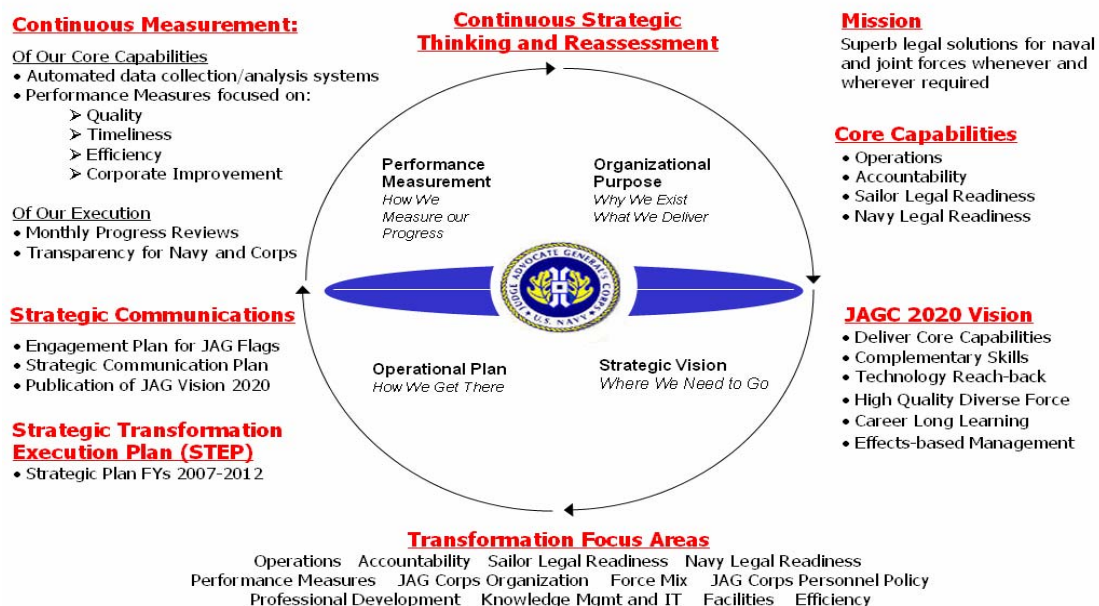
In October 2005, the Judge Advocate General tasked the JAG Corps Special Assistant for Transformation to develop a long-range strategic vision for the Corps as well as an execution plan for achieving this vision. The result is *JAG Corps 2020*, which consists of five sections:

- ***Mission and Core Capabilities.*** A statement about the Navy JAG Corps' reason for being, and what it must deliver for naval, joint and combined forces in four core areas of legal practice:
 - Operations
 - Accountability
 - Sailor Legal Readiness
 - Navy Legal Readiness
- ***Vision for 2020.*** The Vision for 2020 is an assessment of what the JAG Corps needs to be in the year 2020 to best serve naval, joint, and combined forces. Although the JAG Corps' mission will remain relatively stable, the way the mission is executed will change dramatically. The Navy JAG Corps in the year 2020 will be a community of legal professionals in which active and reserve judge advocates, legalmen, and civilians have distinct but complementary roles, organized for rapid world-wide deployment and supported with innovative technology and knowledge management systems.
- ***Guiding Principles.*** In managing transformation, our touchstones will be:
 - Professional Excellence and Integrity
 - Maintaining a High Quality and Diverse Force
 - Knowledge Management and Technological Innovation
 - Jointness and Collaboration
 - Management Excellence
- ***Transformation Focus Areas.*** The JAG Corps will work toward the Vision for 2020 by analyzing and organizing our efforts in terms of the four Core Capabilities, plus eight infrastructure areas that enable more effective and efficient execution of the four Core Capabilities:
 - Operations
 - Accountability
 - Sailor Legal Readiness
 - Navy Legal Readiness
 - JAG Corps Organization
 - Active-Reserve Integration
 - JAG Corps Personnel Policy
 - Professional Development
 - Knowledge Management and Information Technology
 - Facilities
 - Performance Measures
 - Efficiency

A variety of initiatives in these Transformation Focus Areas have already been identified through the Strategic Planning Process. Representative examples include: creation of a military justice career track; dramatically increased legalmen education and corresponding responsibilities; organizational realignments to better support surge requirements of naval and joint commanders; emphasis on civilian personnel professional development; more efficient legal assistance practice through technology and readiness screening tools; increased post-graduate education; creation of detailed performance measures to inform critical decision-making; and institutionalization of “Communities of Practice” to support deployed judge advocates and legalmen with reach-back expertise.

- **Strategic Transformation Execution Plan (STEP).** Even the best strategic plan will fail unless accompanied by a detailed and rigorous plan for execution. The STEP is the Navy JAG Corps’ plan of action and milestones for executing strategic transformation.

Taken together, these sections describe where we are today, where we need to be in the future, and how we get there. Transformation must be embraced as a process, not an end-state, with the ultimate goal of us remaining a Corps of legal professionals with indispensable value to the commanders, military personnel, and families we serve.



Mission and Core Capabilities

The Navy Judge Advocate General's Corps provides solutions, from a military perspective, to legal issues involving military operations, organization, and personnel, wherever and whenever such solutions are required, with primary focus in the following Core Capability areas:

- *Operations.* Legal issues affecting a commander's ability to conduct military operations or lead and administer a military force. While traditional areas of international and operational law -- law of the sea, law of war, and operational environmental law -- will remain critical, newer disciplines such as information operations law, operational fiscal law, national security law, and civil affairs will increase in importance.
- *Accountability.* Conduct and accountability of military personnel, including maintenance of good order and discipline through military justice advice and services, standards of conduct and ethics, and the investigations leading to accountability decisions.
- *Sailor Legal Readiness.* The most effective and efficient ways to ensure the readiness of military personnel and their families through provision of legal assistance services.
- *Navy Legal Readiness.* Organization and maintenance of the Navy including, but not limited to, recruiting, training, organization, equal opportunity, military rights and benefits, freedom of expression, military personnel promotions, nominations, and retirements, claims and litigation.

Vision for 2020

In the year 2020, the Navy Judge Advocate General's Corps will remain an integral part of naval, joint, and combined forces engaged in the full spectrum of military operations, including major combat operations at sea and ashore, information and asymmetric warfare, humanitarian and peacekeeping operations, homeland defense, homeland security, and defense support of civil authorities. The Navy JAG Corps' unique contribution to the naval, joint, and combined forces of 2020 will be to provide solutions from a uniformed military perspective to legal issues involving military operations, organization, and personnel whenever and wherever such solutions are required.

The Navy JAG Corps will be a seamlessly blended community of active and reserve judge advocates, legalmen, and civilians, each with distinct, but complementary roles. Active duty judge advocates and legalmen will operate with a broad base of legal knowledge necessary to provide legal solutions across the array of issues facing military commanders, senior leaders and servicemembers. They will be available to deploy anywhere in the world. They will not, and need not, be experts in every legal discipline. When appropriate, they will use technology to reach back for subject matter advice from reserve and civilian specialists, as well as from active duty personnel with subspecialties, developed through advanced legal education and carefully managed career paths. Through coordinated efforts, the Navy JAG Corps Community will deliver authoritative and timely legal solutions to commanders, senior leaders, and servicemembers in any environment, at any time.

Guiding Principles

The following *Guiding Principles* lead our development of each Transformation Focus Area and major initiatives:

Professional Excellence and Integrity. Every member of the Navy JAG Corps will meet the highest standards of professionalism, and all members will receive the career-long legal and military professional education and training necessary to best serve naval, joint, and combined force needs. Additionally, every member of the Navy JAG Corps will clearly understand the absolute importance of maintaining the highest standards of personal integrity and professional responsibility.

Maintaining a High Quality and Diverse Force. The Navy JAG Corps must recruit and retain the best people possible. We will seek to maintain robust demographic and experiential diversity, for we believe the broadest representation of viewpoints and talents strengthens our collective ability to identify and pursue solutions. As the Navy community most closely associated with the administration of justice, we must best exemplify the force and the nation we serve.

Knowledge Management and Technological Excellence. The Navy JAG Corps must have effective and reliable knowledge management and information technology systems for collaboration, career-long learning, reach-back capability, and the most efficient delivery of essential legal services.

Jointness and Collaboration. The Navy JAG Corps will be a full partner and participant in joint and combined operations. We will proactively seek opportunities to collaborate with the Navy Office of General Counsel, our sister Services, interagency partners, State and local governments, allied forces, and non-governmental organizations when and where this will best serve the interests of our clients.

Management Excellence. The Navy JAG Corps will continuously evaluate whether it is providing services valued by naval, joint, and combined forces. The Navy JAG Corps will constantly seek the appropriate balance between effectiveness and efficiency, creating an effects-based culture defined by the establishment of clear objectives and continuous performance measurement. We will make meaningful change through process improvements that encourage prudent risk-taking and consider cost management.

Transformation Focus Areas

Throughout the Strategic Planning Process, discussions on how to achieve the ***JAG Corps 2020*** Vision focused on twelve critical areas. These twelve have become the JAG Corps' Transformation Focus Areas, which serve as a framework by which we will analyze and organize our forward progress. The first four areas represent initiatives directly related to the JAG Corps' four Core Capability areas. The latter eight areas contain initiatives relating to the JAG Corps' infrastructure. A brief description of each Transformation Focus Area, and some of the initiatives under consideration, are as follows:

Operations

Over the next 15 years, international and domestic law will play an even more prominent role in the conduct of military operations and civil affairs missions. ***JAG Corps 2020*** envisions a Navy JAG Corps able to provide superb legal solutions to naval, joint, and combined operational commanders across the full spectrum of operations.

To fulfill the ***JAG Corps 2020*** vision, all Navy judge advocates and legalmen must be able to deploy on short notice anywhere in the world with the legal and professional skills necessary for making immediate contributions in operational environments. Forward-deployed judge advocates and legalmen will "reach back" for support via technology and knowledge management systems to the JAG Corps' active, reserve, and civilian subject matter experts.

To facilitate an expeditionary practice, the JAG Corps will seek organizational alignments that provide the optimum level of support to operational commanders. The JAG Corps will aggressively support participation in joint operations, ensuring JAG Corps personnel are properly trained and equipped for the joint mission. Operational law will be emphasized at all career stages (beginning with accessions training), and consideration is being given to expand areas of study at civilian post-graduate institutions and increase participation in Service war colleges.

Accountability

Over the next 15 years, the American people will continue to expect the highest standards of personal and professional conduct from their armed forces as well as fair and just systems for investigating and adjudicating potential violations, to include criminal matters of the highest complexity and publicity. ***JAG Corps 2020*** envisions a Navy JAG Corps able to provide superb legal solutions on all issues related to the accountability of military personnel, including administration of the military justice system as well as advice and services related to separation processing, standards of conduct, and ethical decision-making.

To fulfill the ***JAG Corps 2020*** vision, the JAG Corps will create a career track enabling selected judge advocates to specialize in military justice litigation. This will improve the quality of military justice litigation by keeping experienced and effective counsel in the courtroom, providing expert supervision and mentoring for new counsel, and creating a cadre of qualified judge advocates to fill selected billets in the military justice system. Greater courtroom and appellate expertise will increase the efficiency with which courts-martial are conducted and

reviewed. A robust community of military justice trial and appellate litigators will provide reach-back capability for both trial practitioners and staff judge advocates worldwide.

Having seen the potential embodied in the September 2005 InterService Memorandum of Agreement, *Cross-Service Detailing of Military Judges to Preside in General and Special Courts-Martial World-Wide*, we will continue to seek greater partnership and sharing of resources with our sister Services in order to promote smart, practical, and cost-effective delivery of military justice services.

Sailor Legal Readiness

Over the next 15 years, Sailors and their families will remain the Navy's most important asset. Military personnel must be prepared for short notice deployment and must do so free of unresolved legal problems that distract from mission focus. ***JAG Corps 2020*** envisions a JAG Corps able to ensure the legal readiness of military personnel and their families through effective and efficient provision of personal legal assistance services.

To fulfill the ***JAG Corps 2020*** vision, the JAG Corps will identify services most important to Sailor legal readiness and ensure these services are provided on a priority basis. We will place increased emphasis on preventative law and early identification of legal trends adversely affecting Sailors and their families. The JAG Corps will use standardization and automation as a means to achieve greater efficiency. In addition, we will look to form legal assistance directorates with the other Services to better share resources, information, and training for the benefit of the entire military community, as well as foster cooperative relationships with governmental organizations (e.g., U.S. Citizenship & Immigration Offices, State consumer protection agencies, local bar associations) to conveniently link our clients directly to the most effective and efficient provider of service.

Navy Legal Readiness

Over the next 15 years, the Department of the Navy will operate in an increasingly complex legal and regulatory environment. ***JAG Corps 2020*** envisions a Navy JAG Corps able to provide consistent, accessible, and authoritative solutions to the Department of the Navy and its component commands on the complete range of legal issues associated with organizing, training, manning, and mobilizing a military force.

To fulfill the ***JAG Corps 2020*** vision, the JAG Corps will aggressively pursue development of web-based "Communities of Practice," in partnership with the Office of General Counsel, to ensure maximum dissemination of authoritative legal knowledge throughout the Navy. The JAG Corps will explore a technology-based legal program "suite" to standardize and automate many day-to-day legal processes and procedures, allowing commands to save time on legal program administration.

Navy JAG Corps Organization

Over the next 15 years, the Navy will continue to realign itself to support the war on terrorism. ***JAG Corps 2020*** envisions a JAG Corps best organized to provide effective and

efficient legal services to naval, joint, and combined forces that are forward-deployed across the globe.

To fulfill the ***JAG Corps 2020*** vision, the JAG Corps is evaluating organizational constructs that offer optimum flexibility to deliver trained, experienced judge advocates and legalmen to Navy and joint commanders whenever and wherever needed. Under consideration is aligning Legal Assistance functions to the Region Legal Service Offices (RLSOs). If adopted, RLSOs would then provide all basic legal services to fleet units, Sailors, and families, with the exception of defense services. Defense and personal representation services would be offered through Defense Service Offices, organized and dedicated specifically to this function.

The expanded RLSO and stand-alone Defense Service Office concept will be evaluated in Fiscal Year 2007 based on objective metrics and data obtained from a pilot project currently ongoing in Navy Region Europe and Southwest Asia.

Active-Reserve Integration

Over the next 15 years, all Navy communities must employ the significant assets resident in the Reserve Component to maximum effect. ***JAG Corps 2020*** envisions a Navy JAG Corps Community in which the Reserve Component compliments the Active Component and civilian workforce by taking on roles and services that Reserves are best suited to deliver.

To fulfill the ***JAG Corps 2020*** vision, the JAG Corps will evaluate orienting the Reserve Component toward three primary practice areas: military justice litigation, legal assistance, and “specialty expertise.” Many Reserve judge advocates and paralegals develop considerable experience in military justice litigation and legal assistance while on active duty and, in many cases, continue to practice in these areas after leaving active duty. The category “specialty expertise” recognizes that certain Reserve practitioners develop expertise in other specialized areas with direct relevance to the Navy, such as admiralty law, environmental law, and national security law. The JAG Corps will encourage a personnel system that best supports these practitioners applying their specialized legal knowledge, skills, and abilities to the Navy’s benefit over the course of their Reserve career.

While reorientation of the Reserve Component along these three practice areas noted above is promising, ***JAG Corps 2020*** acknowledges that a degree of generalization and flexibility must be maintained in the Reserve Component to ensure it is able to respond to future Active Component needs not currently anticipated.

Personnel Policy

Over the next 15 years, competition for quality legal and paralegal talent will increase, and national workforce demographics will continue to change. As a community of knowledge workers, we must develop personnel policies to keep pace. ***JAG Corps 2020*** envisions a JAG Corps community composed of highly talented legal professionals both committed and suited to the JAG Corps’ dynamic global expeditionary mission.

To fulfill the ***JAG Corps 2020*** vision, the JAG Corps will execute a variety of initiatives designed to recruit and retain the right people. A fundamental step occurred in September 2006

with the creation of the Deputy Assistant Judge Advocate General (Personnel)/Special Assistant for Diversity. This position was established to coordinate, develop, and implement personnel policy for all judge advocates, legalmen, and civilians.

The JAG Corps will improve current recruiting programs with focused recruiting methods and materials. We will actively seek opportunities to participate in promising retention initiatives and pilot programs offered within the Department of the Navy. The JAG Corps will work aggressively to increase access to and retention of talent by implementing diversity programs, with particular emphasis on recruiting, as well as mentoring all personnel to encourage continued development and success within the organization.

Professional Development

Over the next 15 years, development of and access to knowledge will continue to expand exponentially. ***JAG Corps 2020*** envisions a highly-educated, well-trained community of knowledge workers who receive continuing education and training over the course of their careers, not only in relevant legal fields, but also in key related areas such as political-military affairs, business and management, and technology.

To fulfill the ***JAG Corps 2020*** vision, the JAG Corps has created a formal paralegal education program, partnering with the American Bar Association and civilian educational institutions, to provide legalmen the knowledge and skills necessary to succeed in increasingly complex assignments. ***JAG Corps 2020*** also anticipates the formalization of a career-long education and training program for Navy judge advocates, as well as appropriate opportunities for civilian employees.

Senior lieutenants and lieutenant commanders will benefit professionally from incorporation of Navy and Joint Professional Military Education training requirements, better preparing those officers to serve in naval, joint, and combined environments. Increased opportunities for post-graduate studies at civilian institutions, in expanded areas of study, are under consideration.

Knowledge Management and Information Technology

Over the next 15 years, organizations that use knowledge management and information technology systems successfully will thrive; those that do not will fall behind or fail altogether. ***JAG Corps 2020*** envisions a Navy JAG Corps that employs information technology and knowledge management systems to optimum effect. Technology will be a powerful tool, providing the means for members of our community around the world to reach-back for timely, accurate solutions; conduct real-time research and collaboration; ensure consistency of advice; and avoid duplication of effort.

To fulfill the ***JAG Corps 2020*** vision, the JAG Corps will be a networked community where corporate legal knowledge is retained and shared through web-based Communities of Practice (COPs) developed for all Core Capabilities. COPs will serve as primary authoritative sites for knowledge, facilitating real-time research and collaboration. Distance-learning capabilities will be expanded in order to increase legal proficiency through low-cost training delivery systems. The Naval Justice School will seek to virtually link with the Army and Air

Force JAG Schools, to leverage the intellectual talents and resources for not just the training benefit but also the closer integration of all the military JAG communities. Development of a single Navy JAG enterprise system would allow integration of existing information systems and help streamline data entry and processing.

Facilities

Over the next 15 years, one of the means by which the JAG Corps will recruit and retain quality personnel, foster superb performance, and enhance the credibility of Navy's legal programs – particularly the military justice system -- will be through maintenance of quality facilities. ***JAG Corps 2020*** envisions safe, secure and well-designed facilities worthy of a professional community. JAG Corps workspaces must promote mission accomplishment and reinforce the importance of the rule of law in our society.

To fulfill the ***JAG Corps 2020*** vision, we will maintain focus on the vital issue of court house security. The JAG Corps will create a systematic, long-term plan for workspace initiatives and life-cycle replacement, seeking current year funding and execution instead of relying on unpredictable end-of year funding.

Performance Measures and Metrics

Over the next 15 years, to create a culture of continuous improvement and to ensure accountability in execution, all Navy enterprises will define and measure outputs associated with investment, understanding and balancing risk. ***JAG Corps 2020*** envisions an effects-based, measurement culture in which we develop and use tangible measures of performance to ensure continued mission accomplishment.

To fulfill the ***JAG Corps 2020*** vision, we will develop quantifiable metrics to measure success in the four Core Capability areas. In each area, the JAG Corps will measure four distinct performance goals to measure success: *Quality of Service*, to ensure the continued provision of superb advice; *Timeliness*, to ensure services are relevant; *Efficiency*, to ensure services are delivered at the lowest possible cost consistent with quality and timeliness; and, *Corporate Improvement*, to ensure a focus on making the JAG Corps and Navy better through process improvements, innovation, and the provision of continuing legal education and training to JAG Corps clients.

The cornerstone application for capturing data will be the Case Management Tracking Information System (CMTIS), which will produce comprehensive data for developing and refining JAG Corps performance metrics.

Efficiency

Over the next 15 years, all Navy enterprises must return maximum value to the American taxpayers. ***JAG Corps 2020*** envisions a JAG Corps that provides superb legal solutions (maximum effectiveness) at the lowest possible cost (maximum efficiency). The ratio reflecting a particular course of action's effectiveness versus its cost is "value." All program decisions must be based on value to ensure available resources are used to maximum effect.

To fulfill the ***JAG Corps 2020*** vision, the JAG Corps will develop a cost accounting system to ensure program decisions are supported by well-informed cost estimates. By adopting an accounting system that rationally determines and assigns costs relative to services delivered, JAG Corps leadership will make value decisions, improve business practices, and enhance a culture of cost awareness.

The JAG Corps will take every possible step to reduce administrative costs and achieve economies of scale through centralization of administrative functions and reduction of redundancy. We will stay attune to innovative management techniques such as *Lean/Six Sigma* to create efficiencies and improve productivity.

Strategic Transformation Execution Plan (STEP)

The Strategic Transformation Execution Plan (STEP) containing detailed Plans of Action & Milestones (POA&M) for all Transformation Focus Area initiatives is available at the JAG Community Page on Navy Knowledge Online (www.nko.navy.mil). The STEP will be updated regularly and will serve as an implementation scorecard for ***JAG Corps 2020***.